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ABSTRACT

The Study of Education Resources and Federal Funding (SERFF) examined the allocation and use of funds provided to school districts and schools through the Goals 2000 and five of the largest Elementary and Secondary Education Act programs for fiscal year 1997, corresponding to the 1997-1998 school year. The six federal programs included in this study are: (1) Title I, Part A, grants to local education agencies to help disadvantaged children meet high standards; (2) Title II, the Eisenhower Professional Development Program; (3) Title III, the Technology Literacy Challenge Fund; (4) Title IV, state and local agency programs for safe and drug-free schools; (5) Title VI, innovative education program strategies; and (6) Goals 2000, state and local systemic improvement. The study examined the extent to which program funds were used for various strategies for improving student achievement, including professional development, technology, extended learning time, and schoolwide reform and improvement. These six programs provided 41 percent of total federal revenues for elementary and secondary education in 1997-1998. The report also examines the targeting of federal program funds at the district and school levels, in comparison with the distribution of state and local funds. This final report also examines the share of Title I funds used for teachers, aides, technology, and professional development. Some conclusions about the use of these funds are drawn for each program. (Contains 19 exhibits.) (SLD)

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Study of Education Resources and Federal Funding:

EXECUTIVE SUMMARY

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STUDY OF EDUCATION RESOURCES AND FEDERAL FUNDING: FINAL REPORT

EXECUTIVE SUMMARY

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Study of Educational Resources and Federal Funding: Final Report Executive Summary

Background and Purpose

The enactment of the Goals 2000: Educate America Act and the 1994 reauthorization of the Elementary and Secondary Education Act (ESEA) brought important changes in the federal role in elementary and secondary education. Categorical programs were redesigned to provide more flexible support for educational improvement in a framework of challenging state standards, assessments aligned with those standards, and capacity building through sustained professional development in core academic subjects. Goals 2000 has supported state and local activities in developing aligned standards, assessments, curricula, teacher preparation, and professional development.

The Study of Education Resources and Federal Funding (SERFF) examines the allocation and use of funds provided to school districts and schools through Goals 2000 and five of the largest ESEA programs for FY 1997, which corresponds to the 1997-98 school year. The six federal programs included in this study are:

- Title I, Part A: Helping Disadvantaged Children Meet High Standards, Grants to LEAs
- Title II: Eisenhower Professional Development Program, Elementary and Secondary Programs
- Title III, Section 3132: Technology Literacy Challenge Fund
- Title IV: Safe and Drug-Free Schools and Communities, State and Local Agency Programs
- Title VI: Innovative Education Program Strategies
- Goals 2000: Educate America Act, State and Local Systemic Improvement

The study examines the extent to which program funds are used for various strategies for improving student achievement, including professional development, technology, extended learning time, and schoolwide reform and improvement. The report also examines the targeting of federal program funds at the district and school levels, in comparison with the distribution of state and local funds.

A preliminary report was released in July 1999; this final report presents a more comprehensive set of findings from the study, with additional information on targeting, the comparability of state and local resources in Title I and non-Title I schools, the uses of Title I funds at the district and school levels, and the impact of Title I funds on total resource levels in different types of Title I schools. The final report examines the share of Title I funds used for teachers, aides, technology, and professional development, comparing high- and low-poverty schools as well as in Title I schools overall. The final report also examines the financial contribution of Title I in comparison to state compensatory education programs.

Overview of the federal programs under study

The six programs in this study accounted for 41 percent of all federal revenues for elementary and secondary education for 1997-98 and 2.7 percent of total revenues for elementary and secondary education from all sources (federal, state, and local). Title I, Part A is by far the largest of the six programs ($7.3 billion), followed by Goals 2000 ($476 million), Title IV ($425 million), Title VI ($310 million), Title II ($260 million), and the Technology Literacy Challenge Fund ($200 million).

Four of the programs provide funding to a large majority of school districts through formula grants, while two provide competitive grants to a smaller number of districts. All 14,000 school districts are eligible to receive funds from Title II, Title IV, and Title VI, and Title I funds go to 12,900 districts (92 percent of the districts). In contrast, Goals 2000 provided competitive grants to 6,700 districts (47 percent) and Title III grants supported technology programs in 2,600 districts (18 percent).

Study design

Data were collected from a national sample of 720 schools in 180 districts during the 1997-98 school year.[1] The response rate was 81 percent for districts and 72 percent for schools. At the district level, the study included a questionnaire on the uses of funds from each of the programs in this study, and also collected information on expenditures from federal programs, personnel data, and Title I allocations to schools. At the school level, the study included a questionnaire on programs and resources available in the school, with a focus on Title I, professional development, and technology. Surveys of classroom teachers, Title I teachers, special education teachers, and Title I teachers' aides were also conducted. These surveys were distributed to "Title I" teachers and aides in both targeted assistance and schoolwide programs if they were identified by their schools as being paid through Title I funds. Information on the uses of Title I funds at the school level was also collected.

In addition, the study collected data from all 50 states on their suballocations of federal program funds to school districts in FY 1997. The study also analyzed data collected by the Census Bureau on the distribution of total federal, state, and local revenues for the 1994-95 school year.

Analyses of school and teacher level data in this report often examined differences between high- and low-poverty schools, elementary and secondary schools, Title I and non-Title I schools, and Title I schoolwide and targeted assistance programs. School poverty levels were based on the percentage of students eligible for the free and reduced-price lunch program. District poverty levels were based on census poverty data. The term "highest-poverty schools" was used to refer to schools where at least 75 percent of the students were eligible for free or reduced-price lunches. "High-poverty schools" included all schools at or above the 50 percent poverty level, and "low-poverty schools" included schools below 35 percent poverty.

[1] The sample of 180 school districts was drawn from a previous sample of more than 3,000 districts used for another Department of Education study, the District Implementation Study, which excluded districts with fewer than 300 students (Hannaway and Kimball (1997), Reports on Reform from the Field, Washington, DC: U.S. Department of Education). As a result, the estimates for the Study of Education Resources and Federal Funding are generalizable to the population of districts that have 300 or more students Districts with fewer than 300 students account for a relatively large proportion of all districts (21 percent) but a very small proportion of students (less than 1 percent) (National Center for Education Statistics (2000), Digest of Education Statistics: 1999, Table 91).

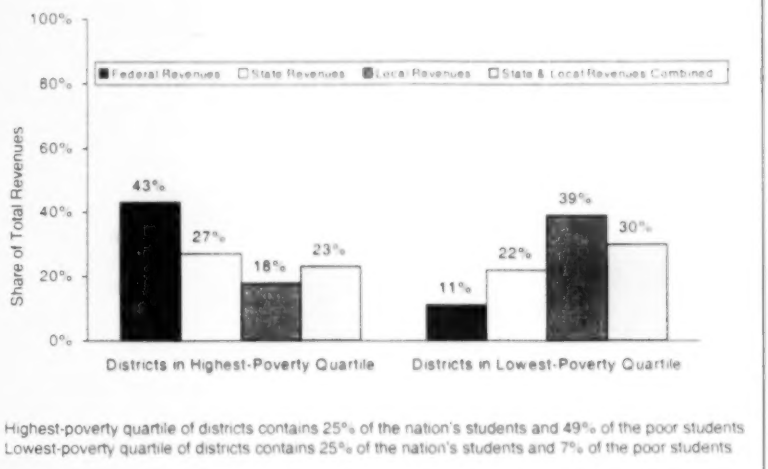
Targeting of Federal Funds

Each of the six federal education programs in this study has different priorities and provisions governing the allocation of funds among states, school districts, and other agencies. For all six programs, the Department of Education allocates funds to states in accordance with statutory formulas, and the states then suballocate the funds to school districts and other agencies eligible to receive the funds, either through formula (Titles I, II, IV, and VI) or through competitive grants (Title III and Goals 2000). The number of poor school-age children is a factor in allocations for five of the six programs.

Distribution of federal, state, and local revenues among high- and low-poverty districts

Federal education funds in general were much more targeted to high-poverty districts than were state and local funds. Districts in the highest-poverty quartile, which have 25 percent of the nation's school-age children and 49 percent of the nation's poor children, received 43 percent of federal funds but only 23 percent of state and local funds. In contrast, districts in the lowest-poverty quartile, which have 25 percent of all children and 7 percent of the poor children, received 11 percent of federal funds but 30 percent of state and local funds.

Exhibit 1
Distribution of Federal, State, and Local Revenues, by District Poverty Quartile, 1994-95



Highest-poverty quartile of districts contains 25% of the nation's students and 49% of the poor students
Lowest-poverty quartile of districts contains 25% of the nation's students and 7% of the poor students

Exhibit reads: **The highest-poverty school districts received 43 percent of all federal revenues, compared with only 23 percent of state and local revenues.**

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Although state revenues were somewhat targeted to high-poverty districts, they did not fully compensate for funding disparities related to the local property tax base. Districts in the highest-poverty quartile received 18 percent of local education revenues and 27 percent of state education revenues, but their share of state and local funds combined (23 percent) was still less than their share of school-age children (25 percent). Districts in the lowest-poverty quartile received 39 percent of local revenues, more than double the amount in the highest-poverty quartile.

Despite the higher level of federal support for the highest-poverty districts, total revenues per pupil in these districts were 10 percent lower than in the lowest-poverty districts. The highest-poverty districts had federal revenues of $692 per pupil and total revenues of $6,245 per pupil, while the lowest-poverty districts had federal revenues of $172 per pupil and total revenues of $6,958 per pupil.

Exhibit 2
Federal, State, and Local Revenues per Pupil, By District Poverty Quartile, 1994-95

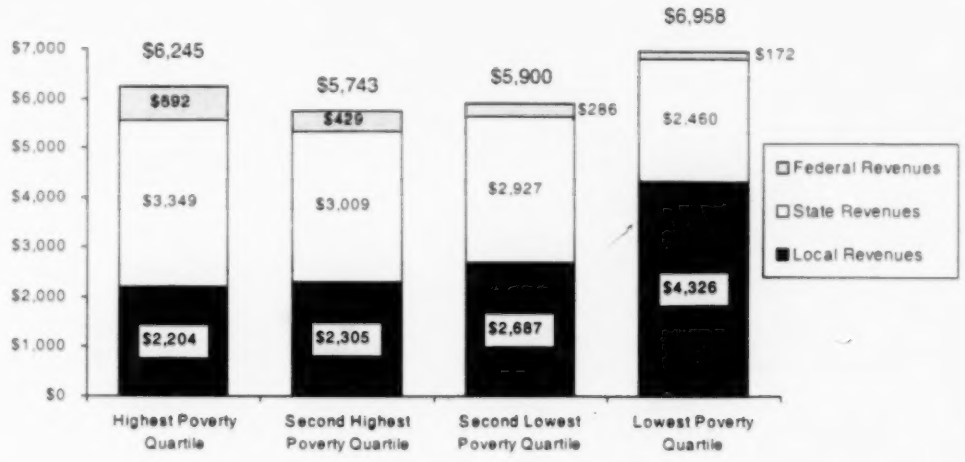

Exhibit reads: **Although federal revenues provided an additional $692 per pupil in the highest-poverty districts, compared with $172 in the lowest-poverty districts, the highest-poverty districts still received 10 percent less in total revenues per pupil ($6,248) compared with the lowest-poverty districts ($6,967).**

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In the poorest districts, federal funds accounted for 11.1 percent of district revenues, compared with only 2.5 percent in the lowest-poverty districts. Similarly, Title I provided 4.5 percent of total revenues in the poorest districts, compared with 0.7 percent in the lowest-poverty districts. Across all districts, federal funds comprised 6.3 percent and Title I comprised 2.4 percent of total revenues.

Exhibit 3
Share of School District Revenues Provided through Title I and All Federal Funds, by District Poverty Quartile, 1994-95

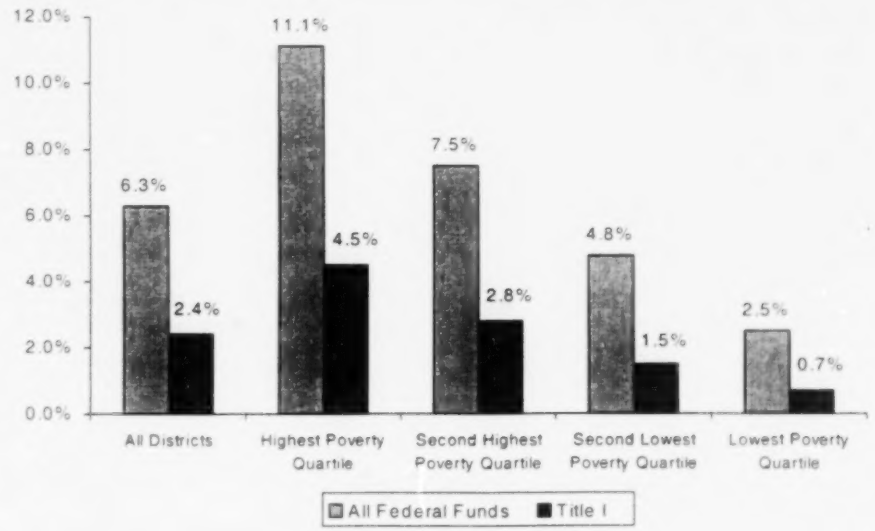

Exhibit reads: **In the highest-poverty districts, federal funds provided 11.1 percent of district revenues and Title I provided 4.5 percent—about twice as high as the national average for all districts (6.3 percent and 2.4 percent, respectively).**

Title I targeted the largest share of its funds to high-poverty districts, but other federal programs also targeted significant shares of funding to these districts. Districts in the highest-poverty quartile received one-half (50 percent) of Title I funds and about one-third of the funds from Title II (35 percent), Title III (36 percent), Title IV (33 percent), Title VI (34 percent), and Goals 2000 (33 percent). Districts in the lowest-poverty quartile received 8 percent of Title I funds and somewhat higher shares from Title II (17 percent), Title III (11 percent), Title IV (21 percent), Title VI (17 percent), and Goals 2000 (15 percent).

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Distribution of federal program funds by urbanicity

Rural districts received a relatively large share of the funds for competitive grants, while large urban districts received a share of these funds that was less than their share of school-age children and poor children. Rural districts received 21 percent of Goals 2000 funds and 26 percent of Title III funds, well above their share of school-age children (13 percent) and poor children (14 percent). In contrast, large urban districts received 16 percent of Goals 2000 funds and 15 percent of Title III funds, less than their share of school-age children (18 percent) and poor children (29 percent). The distribution of formula grants (Titles I, II, VI, and VI) among urban and rural districts was more closely related to the distribution of school-age children and poor children.

Impact of 1994 reauthorization on targeting

The 1994 reauthorization had little impact on district-level targeting. For all five programs in this study that existed in FY 1994, the distribution of funds among district poverty quartiles was virtually the same in FY 1997 as in FY 1994. For Title I, changes in district targeting provisions have had little impact on district-level targeting of Title I funds because most funds continue to flow through the Basic Grants formula. Funding for the more targeted Concentration Grant formula did increase substantially, but this formula still allocates only 14 percent of total funding. A new Targeted Grants formula created in the 1994 reauthorization would direct a greater share of the funds to the highest-poverty districts, but this formula has not been funded.

Title I targeting at the school level increased significantly after the 1994 reauthorization. In 1997-98, nearly all (96 percent) of the highest-poverty schools received Title I funds, up from 79 percent in 1993-94. In addition, low-poverty schools became less likely to receive Title I funds (28 percent in 1997-98, down from 49 percent in 1993-94).

School-level targeting of Title I funds

Data on Title I allocations to schools show a mixed picture of school-level targeting. On the one hand, the highest-poverty schools received most of the Title I allocations to schools in 1997-98, and their share of Title I funds was greater than their share of low-income children. The highest-poverty schools were much more likely to receive Title I funds than were low-poverty schools. However, low-poverty schools that did receive Title I funds received substantially higher allocations per low-income student than did high-poverty schools.

The highest-poverty schools received 46 percent of Title I funds allocated to schools in the 1997-98 school year – greater than their share of low-income students (33 percent). Schools with poverty of 50 percent or more received 73 percent of Title I funds. Low-poverty schools received 18 percent of the funds and accounted for 25 percent of low-income students.

Exhibit 4
Distribution of Title I Funds by School Poverty, Compared with the Distribution of All Students and Low-Income Students, 1997-98

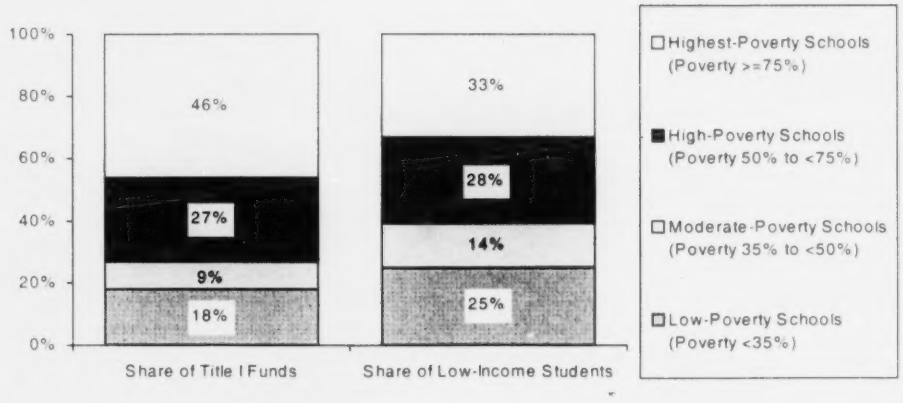

Exhibit reads: **The highest-poverty schools (over 75 percent low-income students) receive 46 percent of Title I allocations—greater than their share of low-income students (33 percent).**

High-poverty schools are much more likely to receive Title I funds than are low-poverty schools. Nearly all (96 percent) of the highest-poverty schools received Title I funds in 1997-98, compared with only 28 percent of low-poverty schools.

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Although low-poverty schools were less likely to receive Title I funds, those that did receive funding tended to receive substantially larger allocations per low-income student ($771) compared with the highest-poverty Title I schools ($475) and the average for all Title I schools ($472).

Exhibit 5
Average Title I School Allocations per Low-Income Student, by School Poverty Level and Grade Level, 1997-98

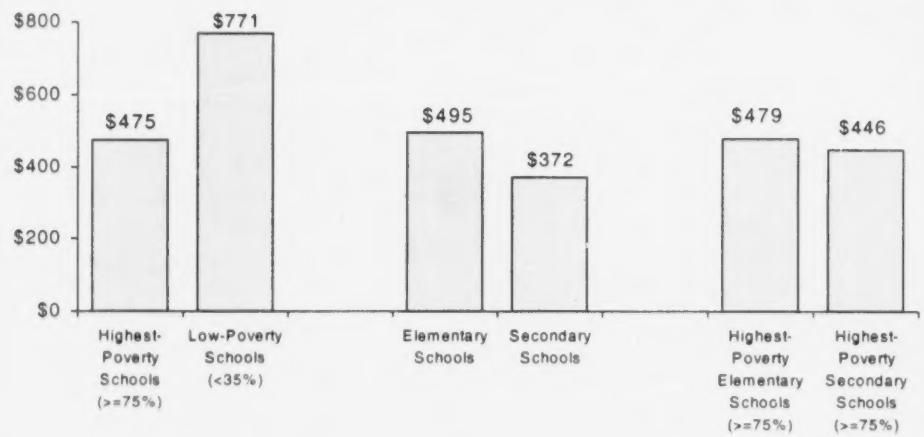

Exhibit reads: **Title I allocations per low-income student were lower in the highest-poverty Title I schools ($475) than in low-poverty Title I schools ($771).**

Secondary schools were less likely to receive Title I funds than elementary schools, and secondary schools that did receive Title I funds tended to receive smaller allocations than elementary schools ($372 and $495 per low-income student, respectively). As a result, the share of Title I allocations going to secondary schools (15 percent) was substantially less than their share of the nation's low-income students (33 percent).

The highest-poverty secondary schools, however, received allocations that were comparable in size to those in the highest-poverty elementary schools ($446 and $479 per low-income student, respectively). Moreover, changes made in the 1994 reauthorization resulted in a dramatic increase in the proportion of the highest-poverty secondary schools that receive Title I funds, from 61 percent in 1993-94 to 93 percent in 1997-98—about the same as the percentage of the highest-poverty elementary schools that received Title I funds in 1997-98 (95 percent).

The above school allocation data underestimate total school-level spending for Title I, because 8 percent of Title I funds are used for districtwide programs and services related to instruction and instructional support—services that affect teachers and students in schools throughout the district, rather than being used for resources and services at the discretion of individual schools. In addition, because the allocation data are based on FY 1997 appropriations, the average allocation amounts may seem low compared to current (FY 2000) appropriations levels, which are 9 percent higher than in FY 1997. If the school allocation estimates are adjusted to take both of these factors into account, the average school funding level rises from $472 to $563 per low-income student for the 2000-2001 school year, and ranges from $567 in the highest-poverty schools to $920 in the lowest-poverty schools.

School-level targeting for other federal programs

For the other federal programs in this study, most districts used the funds for services for all schools in the district or for all schools (or teachers) that wanted to participate. Districts did not usually target these funds to schools with high concentrations of low-income students or low-achieving students. One-fourth of Goals 2000 coordinators reported that funds were targeted to schools with low student achievement, but this practice was less common for Title II (9 percent) and Title VI (4 percent). Some districts targeted Title II and Title VI funds to schools identified for improvement under Title I (14 percent of Title II districts and 11 percent of Title VI districts). About one-sixth (17 percent) of the districts targeted Title VI funds to schools that received fewer resources from other federal programs or other sources.

Comparison of Title I with state compensatory education programs

In states that had state compensatory education programs, Title I funds per poor student exceeded state compensatory education funds by more than one-third. Comparisons between Title I and state compensatory education programs are not straightforward due to ambiguity over which states have programs that can be classified as state compensatory education. However, according to two sets of data with different sets of states of reporting state compensatory education revenues, Title I provides about 35 percent to 40 percent more funds per student than the state programs (in states that have such programs). The difference between Title I and state programs in the level of funding would likely be greater if states that do not have compensatory education programs were taken into account.

The amount of funds provided through state compensatory education programs varied considerably across states, and in three states exceeded federal Title I funding. In some states, compensatory funds amounted to more than $1,000 per poor student, while other states provided less than $100 per poor student.

On average, state compensatory education funds were somewhat less targeted to high-poverty districts and schools than were Title I funds. Districts that were in the highest poverty quartile in their state received between 49 and 52 percent of total state compensatory funds, compared with a 54 to 55 percent share of Title I funds in those states reporting state compensatory funds. However, this pattern varied considerably across states, and the share received by the highest-poverty districts ranged from a high of 97 percent (in Minnesota) to a low of 21 percent (in Pennsylvania). At the school level, schools with poverty rates of 50 percent or higher accounted for 52 percent of the schools receiving state compensatory education funds, compared with 66 percent of Title I schools.

Allocation of Federal Funds between the District and School Levels

Funds for the six programs in this study may be used at the school or the district level for a variety of strategies for supporting teaching and learning. For Title I, districts allocate a substantial share of the resources to individual schools to permit them to design and implement programs that meet the needs of their specific student populations. In contrast, funds for the other five programs are primarily used for districtwide programs and services related to instruction and instructional support.

For Title I, districts allocated 83 percent of the funds to individual public schools and used an additional 1 percent for services for private school students. Districts used 8 percent of the funds to support districtwide programs and services related to instruction and instructional support, including teachers and support staff who serve more than one school, districtwide preschool and summer school programs, professional development, technology, and parent involvement programs. District-level expenditures on program administration accounted for 8 percent of Title I funds.

In contrast, most of the funds for Title II, Title IV, Title VI, and Goals 2000 were used for services and resources to enhance instruction and instructional support throughout the district, rather than being allocated to individual schools. This approach is not surprising, because districts receive much smaller allocations from these programs (e.g., an average of $87,000 for Goals 2000 and $18,000 for Title II) than from Title I ($521,000). While Title I funds may be of sufficient magnitude to be used for employing teachers or aides within individual schools, the smaller amounts of money that districts receive from these other programs may be used more effectively by leveraging dollars from other funding sources and supporting districtwide efforts to improve teaching and learning through professional development, increased access to technology, programs designed to reduce student violence and drug abuse, implementing standards and aligned assessments, and other strategies.

Across all six programs, district-level expenditures on program administration ranged from 4 to 9 percent of program funds. These funds primarily include salaries and benefits for district federal program coordinators and administrative support staff, as well as contributions to indirect costs.

Comparability of State and Local Resources in Title I and Non-Title I Schools

The Title I statute requires that districts provide comparable levels of state and local resources to their Title I schools as to their non-Title I schools. This study takes a broader view of the comparability issue, examining the comparability of non-Title I resources across Title I and non-Title I schools nationally (not just within districts), as well as across high- and low-poverty schools.

Across all schools, the base amount of non-Title I expenditures on school staff was about the same in Title I and non-Title I schools ($3,664 and $3,620 per pupil, respectively). At the elementary level, Title I schools spent 5 percent less than non-Title I schools, while at the secondary level, Title I schools spent 7 percent more.

At the elementary level, differences in the comparability of personnel expenditure levels were greater between high- and low-poverty schools than between Title I and non-Title I schools. Before Title I funds were added, Title I elementary schools had slightly lower personnel expenditures ($3,611 per pupil) than non-Title I schools ($3,807)—a 5 percent difference. The highest-poverty elementary schools spent 7 percent less ($3,556) than low-poverty elementary schools ($3,822). The difference is greatest when comparing high- and low-poverty Title I schools—the highest-poverty Title I schools had 10 percent less ($3,553) than low-poverty Title I schools ($3,942).

Exhibit 6
Comparability of Non-Title I Resources: School-Level Personnel Expenditures Per Pupil in Elementary Schools in 1997-98

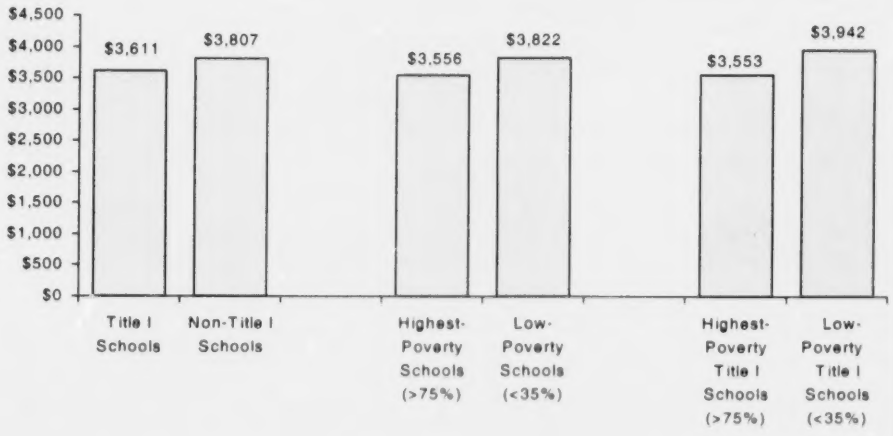

Exhibit reads: **Before Title I funds were added, personnel expenditures in Title I elementary schools ($3,611) were 5 percent lower than in non-Title I schools ($3,807).**

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Despite their lower spending on personnel, the highest-poverty elementary schools had more teachers compared with low-poverty schools, resulting in lower class sizes. However, teachers in the highest-poverty schools earned lower salaries, had fewer years of experience, and were less likely to hold an advanced degree. Teacher salaries were 14 percent lower in the highest-poverty elementary schools ($35,115) than in low-poverty schools ($40,839).

Exhibit 7
Comparability of Staffing in
High- and Low-Poverty Elementary Schools, 1997-98

	Highest-Poverty Schools (Poverty ≥75%)	Low-Poverty Schools (Poverty <35%)
Spending on School Personnel	$3,556	$3,822
Average Class Size*	21.1	22.9
Average Teacher Salary	$35,115	$40,839
Average Years Teaching Experience	13.3 years	15.5 years
Percentage of Teachers with Masters Degree or Higher	37%	49%

* Average class size data include self-contained special education classrooms.

Exhibit reads: **The highest-poverty schools had smaller average class sizes than low-poverty schools; however, teachers in the highest-poverty schools received lower average salaries.**

Use of Title I Resources to Improve Educational Opportunities for At-Risk Students

Title I, Part A, the largest federal education program, provided $7.1 billion in FY 1997 to support district and school efforts to help disadvantaged children meet high standards. **Most Title I funds are used for instruction, supporting the hiring of additional teachers and instructional aides, providing instructional materials and computers, and supporting other instructional services and resources.** Overall, three-fourths (77 percent) of Title I funds were spent on instruction, with an additional 12 percent used for instructional support and 12 percent used for program administration and indirect costs. Title I spending on instruction amounted to an estimated $5.5 billion for the 1997-98 school year, including $3.3 billion spent on teachers (47 percent of total Title I expenditures) and $1.0 billion on instructional aides (15 percent).

Exhibit 8
Use of Title I Funds for Instruction, Instructional Support, and Program Administration, 1997-98

	Total Expenditures ($ in millions)	Share of Total Expenditures
Instruction	**$5,473**	**77%**
Teachers	$3,342	47%
Teacher Aides	$1,043	15%
Instructional Materials	$468	7%
Instructional Technology	$287	4%
Other Instructional Expenditures	$333	5%
Instructional Support	**$822**	**12%**
Professional Development	$212	3%
Other Instructional Support	$610	9%
Program Administration	**$835**	**12%**
District Administration	$594	8%
School Administration	$241	3%

Note: Total components may not add to totals due to rounding.

Exhibit reads: **Title I spending on instruction amounted to $5.473 billion in the 1997-98 school year—77 percent of total Title I funds.**

Comparing the above Title I expenditure data to school district expenditure data collected by the National Center of Education Statistics indicates that the share of funds used for instruction is greater for Title I (77 percent) than for school district expenditures overall (62 percent). The share of funds used for instructional support appears somewhat larger under Title I (12 percent) than for district expenditures overall (9 percent), while the share used for administration appears similar for Title I (12 percent)

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and district expenditures overall (11 percent). The remaining school district expenditures were used for building operation and maintenance (10 percent), transportation (4 percent), and food services (4 percent).

Schoolwide programs accounted for nearly half (45 percent) of Title I schools and an even higher share (60 percent) of the funds. More than four-fifths (82 percent) of Title I schools that were eligible to operate schoolwide programs were doing so, and an additional 12 percent were considering doing so.

What Title I adds to school resource levels

Overall, Title I provided an additional $472 per low-income student in Title I schools. Title I allocations per low-income student were substantially higher in low-poverty schools ($771) than in higher-poverty schools ($475).

Title I funds added 6 percent to total personnel expenditures in Title I schools, or $236 per student (total enrollment). If the Title I funds are calculated in terms of low-income students, then the amount added by Title I equaled $434 per low-income student—a 12 percent increase over the non-Title I base. In terms of funding per Title I participant, the amount Title I added to school staffing averaged $412 per Title I participant—a 11 percent increase over the base. (This analysis assumes that schools spend the same amount of non-Title I resources on low-income students and Title I participants that they spend on the average student.)

Exhibit 9
Amount that Title I Added to School-Level Personnel Expenditures in Title I Schools, 1997-98

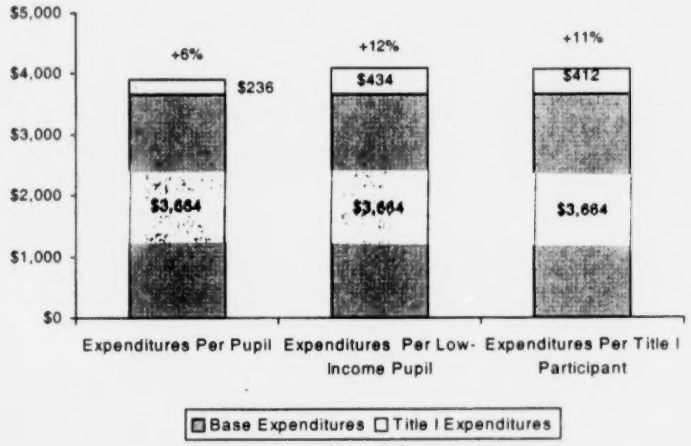

Exhibit reads: **The amount that Title I funds added to personnel expenditures amounted to $236 per pupil (a 6 percent increase), $434 per low-income student (a 12 percent increase), and $412 per Title I participant (a 11 percent increase).**

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In terms of total school personnel expenditures, Title I funds added more resources in the highest-poverty Title I schools than in low-poverty Title I schools. The increase in total personnel expenditures that resulted from Title I funds was 10 percent in the highest-poverty elementary schools ($355 per pupil), compared with 6 percent in low-poverty elementary schools ($247 per pupil).

However, in terms of funding per low-income student, the story was reversed: Title I resources caused a much greater addition to funding per low-income student in low-poverty Title I schools. The amount that Title I added to personnel expenditures resulted in 26 percent higher personnel expenditures per low-income student in low-poverty elementary schools ($1,035), compared with a 12 percent increase in the highest-poverty elementary schools ($415 per pupil).

Exhibit 10
Amount that Title I Added to School-Level Personnel Expenditures in High- and Low-Poverty Title I Elementary Schools, 1997-98

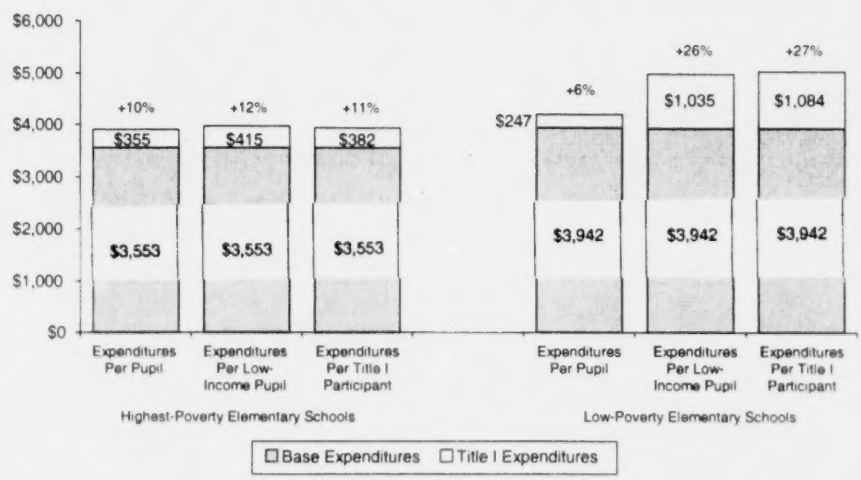

Exhibit reads: **Title I funds added more to expenditures per pupil in the highest-poverty elementary schools (a 10 percent increase) than in low-poverty schools (6 percent). However, low-poverty Title I schools experienced a greater increase in expenditures per low-income student (26 percent) and per Title I participant (27 percent).**

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Similarly, the amount that Title I added per Title I participant was much higher in the low-poverty Title I schools (27 percent) than in the highest-poverty Title I schools (11 percent). Most of the highest-poverty schools use Title I funds for schoolwide programs, in which all students are counted as Title I participants, while low-poverty schools use Title I funds for targeted assistance programs that serve only the lowest-achieving students.

The total number of full-time staff added to a typical-size Title I elementary school with 500 students amounted to 4.4 additional full-time equivalent (FTE) staff, including 2.1 FTE additional teachers, 1.9 FTE additional teacher aides, and 0.5 FTE additional noninstructional staff. In secondary Title I schools, using the same standardized enrollment level of 500 students, Title I added a smaller number of FTE staff (1.9), consisting of 0.6 FTE teachers, 0.7 FTE teacher aides, and 0.6 FTE noninstructional staff.

Use of Title I funds for teachers and teacher aides

Teacher aides accounted for half of Title I-funded instructional staff, although they accounted for only 15 percent of total Title I expenditures and 24 percent of spending on instructional staff. The average annual salary for an FTE teacher aide ($12,627) is about 35 percent of the average salary for a Title I teacher ($36,427).

Exhibit 11
Use of Title I Funds for Teachers and Teacher Aides, 1997-98

	Teachers	Teacher Aides
Total Full-Time Equivalent (FTE) Staff	66,002	65,555
Percent of Instructional Staff	50%	50%
Percent of Title I Expenditures on Instructional Staff	76%	24%
Percent of Total Title I Expenditures	47%	15%
Average Annual Salary per FTE	$36,427	$12,627

Exhibit reads: **Teachers account for about half of Title I instructional staff but 76 percent of spending on instructional staff.**

Paraprofessionals were used in many Title I schools for teaching and helping to teach students, although their educational backgrounds did not qualify many of them for such responsibilities. Title I teacher aides reported that 60 percent of their time, on average, was spent on teaching or helping to teach students. Moreover, 41 percent of Title I teacher aides reported that half or more of the time they spent teaching or helping to teach students was on their own, without a teacher present, and 76 percent spent at least some time teaching without a teacher present. Although 99 percent of Title I teacher aides had a high school diploma or a GED, only 25 percent (and 10 percent in the highest-poverty schools) had a bachelor's degree.

Exhibit 12
Amount of the Time that Title I Teacher Aides Spent Teaching or Helping to Teach Students that Was on Their Own, Without a Teacher Present, 1997-98

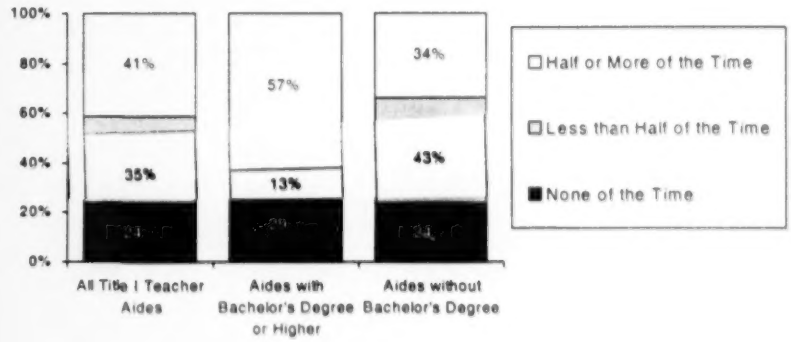

Exhibit reads: **Forty-one percent of Title I teacher aides reported that half or more of the time they spent teaching or helping to teach students was on their own, without a teacher present.**

Title I teachers spent two-thirds of their time working with students. Title I teachers reported that they spent 66 percent of their time in instructional activities. This instructional time was primarily spent in resource rooms (i.e., pullout) and departmentalized classes, which accounted for 49 percent of their time. Title I teachers spent 14 percent of their time teaching students in in-class settings, and another 3 percent on informal tutoring. The remaining time was used for planning, preparation, and grading (19 percent of total time); consulting with other staff (6 percent); interacting with parents (3 percent); and administrative duties (6 percent).

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Preschool and Extended Learning Time Programs

Districts and schools often seek to increase instructional time for students—particularly at-risk students—through preschool programs that help prepare students for their subsequent schooling experiences; programs that provide additional instructional time during the regular school year (before school, after school, and on the weekends); and summer school programs that provide additional instruction outside of the normal school year.

Preschool programs were offered in one-third (32 percent) of all elementary schools and enrolled 9 percent of the estimated preschool-age population. Preschool programs were much more prevalent in the highest-poverty schools (61 percent) than in low-poverty schools (14 percent) and also served a higher proportion of the preschool-age population in the highest-poverty schools (24 percent, compared with 3 percent in the low-poverty schools).

Nearly two-thirds (63 percent) of all schools offered extended-time instructional or tutorial programs during the school year through before-school, after-school, or weekend programs. Secondary schools were more likely to offer extended-time programs (79 percent) than elementary schools (54 percent).

High-poverty schools were more likely than low-poverty schools to offer extended-time instructional programs, and this difference was particularly pronounced at the elementary school level. Overall, three-fourths (75 percent) of the highest-poverty schools offered extended-time programs, compared with 56 percent of the lowest-poverty schools. At the elementary level, 74 percent of the highest-poverty elementary schools offered extended-time programs, compared with only 36 percent of the lowest-poverty elementary schools. Similarly, extended-time programs were offered in 75 percent of elementary schools with Title I schoolwide programs, compared with 48 percent of elementary targeted assistance schools and 38 percent of non-Title I elementary schools. One-fourth (23 percent) of Title I targeted assistance schools reported that their use of extended-time programs had increased since the 1993-94 school year.

After-school instructional programs were more widely used than before-school or weekend programs for instruction during the school year. At the elementary level, 48 percent of schools offered after-school programs, 15 percent offered before-school programs, and 2 percent offered weekend programs. Among secondary schools, 73 percent offered after-school programs, 34 percent offered before-school programs, and 14 percent offered weekend programs.

Extended-time instructional programs served a relatively small percentage of students: 11 percent of the students in schools offering extended-time programs and 7 percent of students in all schools. However, the percentage of students served was higher in the highest-poverty schools (14 percent of all students in these schools). Extended-time instructional programs added an average of 116 hours of additional instructional time during the school year—about a 10 percent increase in instructional time for participating students.

Exhibit 13
Availability of Extended Time Instructional Programs Offered during the School Year, 1997–1998

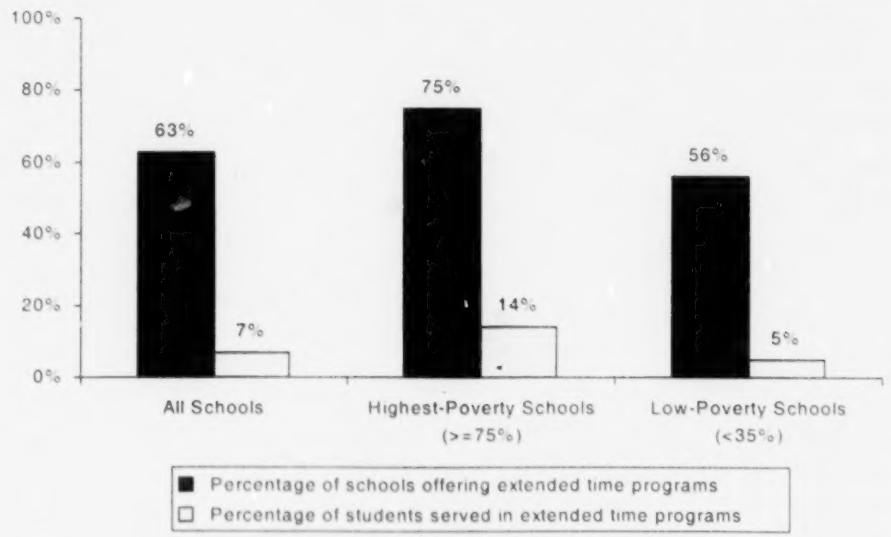

Exhibit reads: **Nearly two-thirds of all schools (63 percent) offered before-school, after-school, or weekend instructional programs, but these programs served only 7 percent of all students.**

Summer school programs were offered in 56 percent of all schools and served somewhat higher percentages of the students (14 percent), compared with extended-time programs during the school year (7 percent). Secondary schools were more likely to offer summer school (66 percent) than were elementary schools (51 percent). At the elementary level, summer programs were more prevalent in the highest-poverty schools and in Title I schools.

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Improving the Skills and Knowledge of Teachers

Five ESEA programs and Goals 2000 provided an estimated $785 million for the 1997-98 school year to support professional development to improve the skills of teachers and other staff. The Title II Eisenhower Program provided a total of $294 million through elementary/secondary grants to school districts ($244 million) and grants to institutions of higher education ($50 million). Title I expenditures on professional development at the district and school levels amounted to $212 million, and Goals 2000 expenditures amounted to $189 million. Districts also used Title VI ($45 million) and Title IV ($45 million) for professional development activities.

Exhibit 14
Financial Contribution of Six Federal Programs to Funding for Professional Development, 1997-98

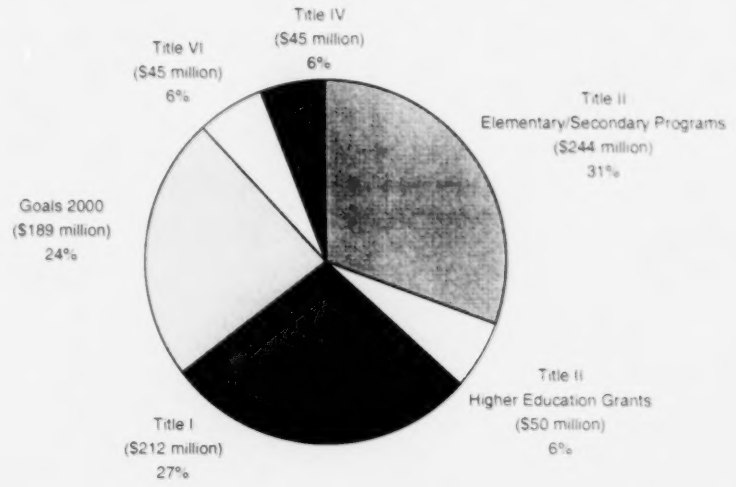


Exhibit reads: **District and school spending on professional development from Title I funds amounted to $212 million in the 1997-98 school year—27 percent of total support for professional development from the programs in this study.**

Note: Title II Higher Education Grants are included in this exhibit in order to provide a more complete picture of federal funds available for technology, although this program is not otherwise included in this study.

Few districts were able to provide information on their total spending on professional development. In the 19 districts that did provide this information, federal programs provided 28 percent of total funds used for professional development. State categorical programs also provided substantial support for professional development in these districts (21 percent); most of the remaining funds came from the district's general fund (47 percent).

Topics of professional development supported by federal programs were generally aligned with the purpose of the programs. Professional development focused on curriculum or instruction specific to reading or language arts was the highest priority for Title I directors. Goals 2000 funds predominantly supported activities related to content or performance standards, enabling students to meet proficiency standards, and assessments linked to standards. Title II funds were most often used for activities focused on math and science curriculum and instruction, followed by content and performance standards.

Teachers participated in professional development activities focused on specific content areas such as mathematics or reading more than any other topic. Classroom teachers reported participating in 13 hours of professional development on this topic in the 1997-98 school year (23 hours for teachers in the highest-poverty schools). Other activities included parent or community involvement (7 hours), teaching academically, ethnically, or linguistically diverse learners (7 hours), integrating technology into instruction (6 hours), developing teachers skills in using technology (5 hours), and content or performance standards (5 hours).

Workshops, conferences, and institutes were the most prevalent type of professional development activity. Teachers were far more likely to attend workshops, conferences, or institutes than participate in any other professional development activity, and nearly all schools and districts reported supporting teachers' attendance at these activities.

Many teachers also reported some participation in less traditional and more collaborative forms of professional development. Teachers spent an average of 25 hours on planning lessons or courses with other teachers, 8 hours on developing curriculum, 7 hours on developing content standards or student assessments, and 3 hours observing other teachers in their classrooms. While many schools and districts reported supporting teacher involvement in collaborative work, few teachers reported receiving release time to participate in these activities.

Districts varied in how they made decisions about the use of professional development funds in general and Title II funds in particular. District curriculum administrators were primary decisionmakers about the use of all professional development and Title II funds in more than half of the districts (55 percent and 54 percent, respectively), while Title II coordinators were primary decisionmakers in just under half of the districts (45 percent and 46 percent, respectively). Districts most often cited student performance data and assessment of teacher needs as factors that were extremely influential in making decisions about the use of these funds.

Increasing Access to Technology

Four ESEA programs and Goals 2000 provided funding for increased access to technology in school districts and schools that amounted to an estimated $688 million for the 1997-98 school year. Two programs focused on education technology, the Technology Literacy Challenge Fund and Technology Innovation Challenge Grants, provided $244 million (35 percent of the total amount provided through these five programs). District and school spending on technology from Title I amounted to $287 million, more than the funds provided through the two technology-focused programs. Significant support for education technology also came from Goals 2000 ($85 million) and Title VI ($72 million).

Exhibit 15
Financial Contribution of Five Federal Programs to Funding for Technology, 1997-98

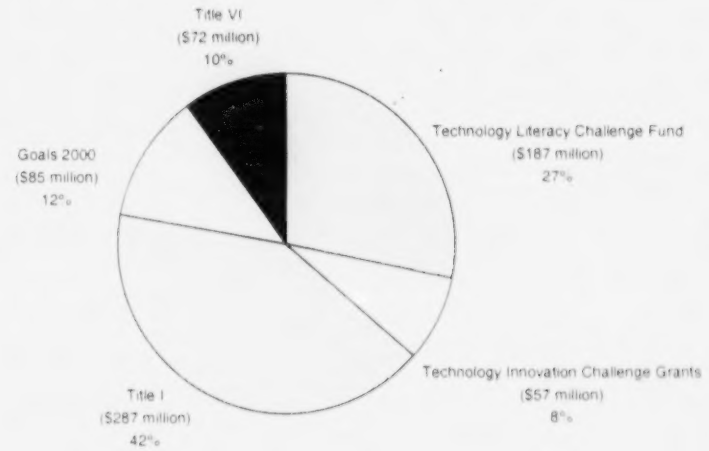


Exhibit reads: **District and school spending on technology from Title I funds amounted to $287 million in the 1997-98 school year—more than the funds provided through the Technology Literacy Challenge Fund and Technology Innovation Challenge Grants.**

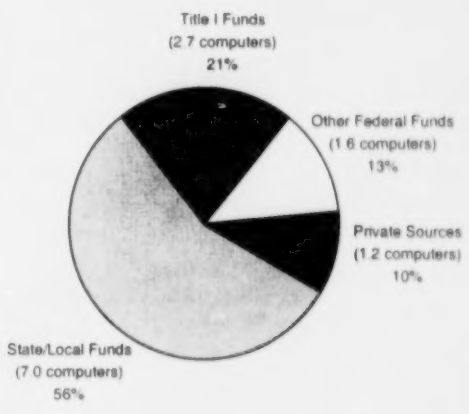
Note: Technology Innovation Challenge Grants are included in this exhibit in order to provide a more complete picture of federal funds available for technology, although this program is not otherwise included in this study.

Districts used technology funds primarily to purchase computers and provide professional development related to using technology. Most districts reported using these funds "a great deal" to increase teachers' and students' access to computers (84 and 83 percent of districts, respectively), to develop teachers' skills in using technology (75 percent), to integrate technology into classroom instruction (72 percent), and to increase students' access to the Internet (71 percent).

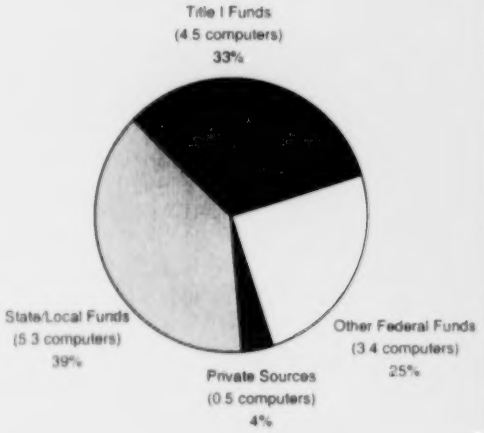
Federal funds paid for one-fourth (24 percent) of the new computers that schools received during the 1997-98 school year, and half of these were purchased with Title I funds (13 percent). State and local funds paid for two-thirds (66 percent) of the new computers, and private sources (which may include parent-teacher associations, businesses, and foundations) provided 10 percent of the new computers. In elementary schools, federal funds were even more significant, paying for 34 percent of the new computers (with 21 percent purchased with Title I funds).

Federal funds were a much more significant source of support for new computers in high-poverty schools. In the highest-poverty elementary schools, Title I funds alone paid for 33 percent of the new computers and federal funds from all sources paid for 58 percent of the new computers. In contrast, low-poverty elementary schools received a relatively small proportion of their new computers either from Title I (5 percent) or from federal funds overall (10 percent).

Exhibit 16
Average Number of New Computers that Elementary Schools Received in 1997-98, From Various Sources, Per School of 500 Students



All Elementary Schools



Highest-Poverty Elementary Schools
(>=75% Poverty)

Exhibit reads: **In the highest-poverty elementary schools, Title I and other federal funds paid for 58 percent of the new computers received in 1997-98, compared with 34 percent of the new computers in elementary schools overall.**

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In the 1997-98 school year, the highest-poverty schools received more new computers than did low-poverty schools. In a typical-size elementary school of 500 students, the highest-poverty schools received 13.7 new computers, compared to 9.1 new computers in low-poverty schools. The highest-poverty schools received fewer new computers from state and local funds and private sources but more from Title I and other federal funds.

Overall, however, high-poverty schools had less access to technology than low-poverty schools in terms of the quantity, quality, and connectivity of computers. The highest-poverty schools had only one computer for every 17 students, while low-poverty schools had one computer for every 12 students. Computers in the highest-poverty elementary schools were less likely to be more advanced multimedia computers (40 percent of computers, vs. 52 percent in low-poverty schools) or to be connected to the Internet (22 percent vs. 34 percent).

Most teachers reported that their lessons required students to use computers, but relatively few incorporated use of computers on a daily basis (28 percent of elementary classroom teachers and 8 percent of secondary classroom teachers).

Teachers typically did not integrate use of the Internet into instructional activities. About 62 percent of elementary and 71 percent of secondary classroom teachers reported that their lessons "never" or "hardly ever" required students to use the Internet.

A major barrier to effective use of technology was insufficient teacher understanding of ways to integrate technology into the curriculum, according to 70 percent of school principals and 45 percent of classroom teachers. However, teachers were more likely to express concern about an insufficient number of computers, lack of software integrated with the school's curriculum, and insufficient technical support. To address the knowledge barrier, more than 91 percent of districts indicated that professional development had focused "a great deal" on developing teachers' skills in using technology.

Standards-Based Reform and the Goals 2000 Program

The Goals 2000 program provided $476 million in FY 1997 funds to promote systemic educational reform, primarily by supporting the development and implementation of state and district content and student performance standards. Districts sometimes targeted Goals 2000 funds to schools with low student achievement (23 percent), but more often used the funds to serve all schools in the district (35 percent) or all schools or teachers who wished to participate (39 percent).

Districts most commonly used Goals 2000 funds to improve teachers' ability to teach to high standards. Most districts (89 percent) used Goals 2000 funds "a great deal" to provide professional development linked to standards. About three-quarters of the districts used the funds "a great deal" for aligning curriculum and instruction with standards (76 percent) or for developing assessments linked to standards (70 percent).

Exhibit 17
Percentage of Districts Using Goals 2000 Funds "A Great Deal" for Various Purposes

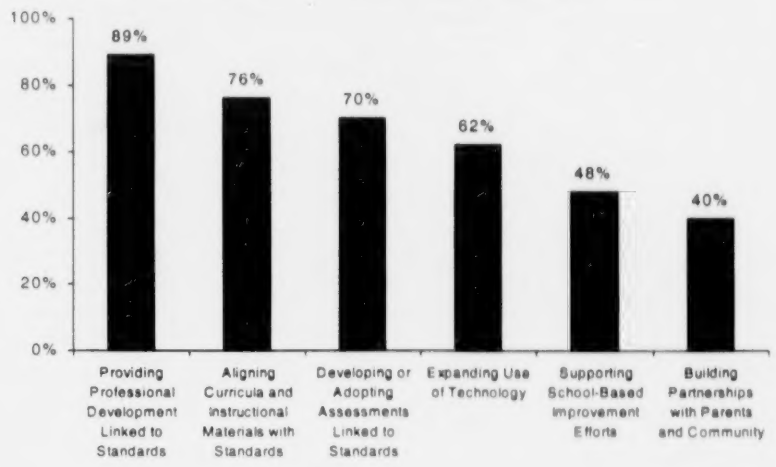

Exhibit reads: **Eighty-nine percent of districts reported using Goals 2000 funds "a great deal" for professional development linked to standards.**

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Professional development supported with Goals 2000 funds most commonly addressed state or district content or performance standards and enabling students to meet state or district proficiency standards—each topic supported "a great deal" by 71 percent of districts. Other topics frequently supported include assessments linked to standards (46 percent), curriculum and instruction specific to reading or language arts (40 percent), and teaching academically, ethnically, or linguistically diverse learners (39 percent).

Goals 2000 administrators and district curriculum and instructional administrators were the primary decisionmakers about the allocation and use of Goals 2000 funds. Nonetheless, decisions were made collaboratively: almost half of district Goals 2000 coordinators (44 percent) reported that decisions about the use of funds were made jointly by districts and schools, while almost one-third of the districts (29 percent) reported making decisions at the district level but with input from schools.

Almost three-quarters of districts (71 percent) reported that the long-term district plan was "extremely influential" in making decisions about the use of Goals 2000 funds. More than half of the districts (56 percent) reported that student performance data was "extremely influential" in making decisions about the use of Goals 2000 funds.

Title VI - Innovative Education Program Strategies

The Title VI program provided $310 million in FY 1997 to support local innovative educational strategies. Resources and services were widely distributed to schools within each district and were generally not targeted to schools based on poverty or student achievement. Forty-three percent of districts provided resources or services to all schools in the district and another quarter provided these resources to all schools or teachers wishing to participate in the program.

Title VI funds were most often used to acquire educational materials, including library materials and software. Fifty-eight percent of districts used funds "a great deal" for this purpose, followed by expanding the use of technology (39 percent) and providing supplemental targeted academic services (34 percent).

Exhibit 18
Percentage of Districts Using Title VI Funds "A Great Deal" for Various Purposes

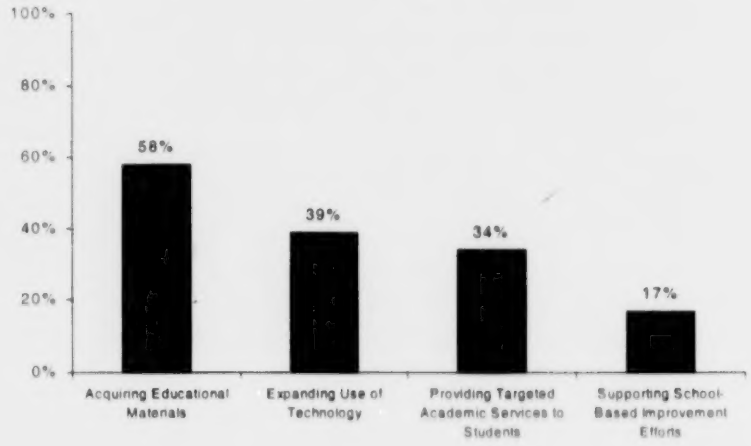

Exhibit reads: **Fifty-eight percent of districts reported using Title VI funds "a great deal" for acquiring educational materials.**

Title VI funds were less likely than Goals 2000 or Title I funds to be used for activities related to implementing standards, such as aligning curriculum and instructional materials with standards (13 percent) or professional development linked to standards (13 percent).

Larger districts were more likely to use Title VI funds for professional development activities than were smaller districts. Although only 13 percent of all Title VI districts reported using funds for professional development, these districts enrolled 33 percent of all students. The most commonly supported topics were district or state performance standards, enabling students to meet state or district proficiency standards, building partnerships with parents and community, and reading/language arts curriculum or instruction.

When making decisions about how to use Title VI funds, districts were more likely to be influenced by long-term district plans (52 percent) and priorities of individual schools (52 percent) than by state policies (21 percent). About a quarter of districts cited student performance data (28 percent) and research showing that particular program models work well (24 percent) as factors that were "extremely influential" in making decisions about the use of Title VI funds.

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Safe and Drug-Free Schools and Communities

Title IV, the Safe and Drug-Free Schools and Communities program, provided $425 million in FY 1997 to support school districts' efforts to prevent violence and the use of alcohol, tobacco, and drugs in and around schools. In addition, Title IV funds administered by governors' offices provided an additional $106 million to serve children and youth not normally served by school districts and populations that need special services (such as runaway or homeless children, dropouts, teen parents, and youths in detention facilities); these funds are not primarily granted to school districts and thus were not included in this study.

The clear priority for districts was to use Title IV funds for strategies that affected student attitudes. Most districts (83 percent) reported using funds "a great deal" to affect student attitudes related to drugs or violence. Districts also used Title IV funds to strengthen school communities through improving staff knowledge and skills (47 percent) and through building partnerships with parents and the community (26 percent of districts, enrolling 44 percent of students). Given the statute's 20 percent cap on the amount that districts may use for security hardware and personnel, it is not surprising that few districts (4 percent) used funds "a great deal" to improve school security.

Exhibit 19
Percentage of Districts Using Title IV Funds "A Great Deal" for Various Purposes

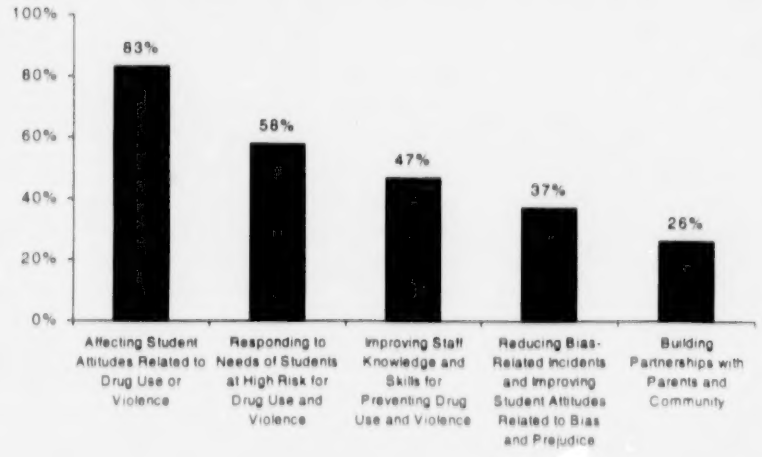

Exhibit reads: **Eighty-three percent of districts reported using Title IV funds "a great deal" for affecting student attitudes related to drug use or violence.**

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Title IV funds were used widely to support professional development activities. About half of the districts (53 percent) used these funds for professional development activities focused "a great deal" on preventing alcohol, tobacco, and other drug use and violence among students. A quarter of the districts (enrolling 40 percent of all students) used Title IV funds for professional development focused "a great deal" on building partnerships with parents and communities.

Title IV funds also supported student participation in drug and violence prevention efforts. Three-fourths of districts (74 percent) used Title IV funds to enable students to attend specialized training in drug and violence prevention. Many districts also used these funds to teach students how to serve as instructors or peer leaders in school-based projects related to drug and violence prevention (57 percent) or to support student participation in school committees, panels, or councils (48 percent).

Long-term district plans were most often reported as being "extremely influential" in making such decisions about the use of Title IV funds. Half of the districts (52 percent) reported being "extremely influenced" in their decisionmaking by rates of alcohol and drug-use among school-age children, while 41 percent reported incidences of violence and crime in schools as a factor.